

# ESF #14 LTCR TOOLBOX INTRODUCTION

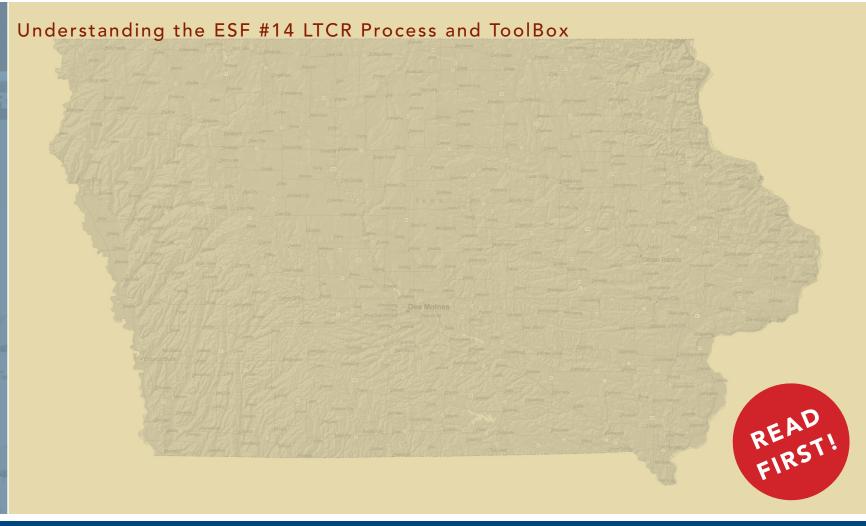




















# QUICK START USING THE ESF # 14 LTCR TOOLBOX

ESF #14 LTCR ToolBox (LTCR ToolBox) includes tools – LTCR Tools – that aid a community's long-term recovery from a disaster. LTCR Tools were developed in lowa by a team of recovery professionals and subject-matter experts with the ESF #14 Long-Term Community Recovery (LTCR) Team.

LTCR ToolBox includes:

- ESF #14 LTCR
  COMMUNICATIONS MAPPING TOOL
- ESF #14 LTCR
  DECISION-MAKING TOOL
- ESF #14 LTCR
  PROJECT + PROGRAM DEVELOPMENT GUIDE
- IOWA ESF #14 LTCR
  RESOURCE GUIDE

# Here's what you need to know:

- 1 Read the Introduction booklet first.
- 2 LTCR Tools are generally used in the sequence shown in the LTCR ToolBox list above, but the sequence may change depending upon where your community is in the recovery process and the kind of help you need.
- 3 Select the LTCR Tool you are interested in using.
- 4 Familiarize yourself with the Step-by-Step instructions included within each LTCR Tool.

You are now ready to begin using the LTCR Tools to help your community with its recovery.

5 Use the accompanying CD to print templates and tools as well as search the lowa ESF #14 LTCR Resource Guide.

For information on community assistance and interagency coordination for redevelopment and recovery in lowa, contact Rebuild Iowa Office (RIO) at www.rio.iowa.gov or call 515-242-5004.

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# INTRODUCTION

#### **OVERVIEW**

Disaster recovery is a complex process that brings new questions, challenges and tough decisions to the forefront. Previous methods used for communicating and decision making may no longer be effective under the new circumstances. To address the complex nature of disaster recovery, ESF #14 Long-Term Community Recovery (LTCR) provides a process and tools that help communities manage and coordinate community recovery activities.

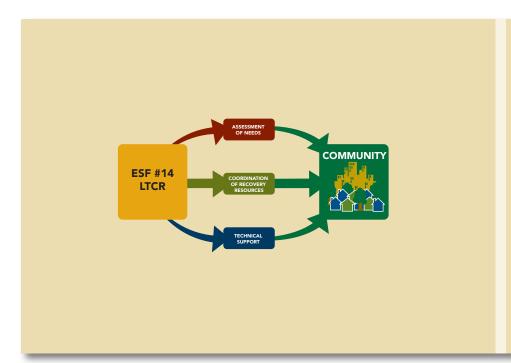
The LTCR Process provides a framework to organize recovery activities. LTCR Tools help communities complete activities within the process. This document provides an overview of the ESF #14 LTCR Process and describes the ESF #14 LTCR Tools found in the ESF #14 LTCR ToolBox.

#### WHAT IS ESF #14 LONG-TERM COMMUNITY RECOVERY?

ESF #14 Long-Term Community Recovery (LTCR) is a Federal, State and local initiative that provides unique support to communities recovering from a disaster. ESF #14 is one (1) of 15 Emergency Support Functions (ESFs) managed by the Federal Emergency Management Agency (FEMA).

The LTCR Process is community-driven and based on public input. Communities collectively:

- Articulate a vision for their post-disaster future.
- Identify disaster-related projects and programs to achieve their vision.
- Identify opportunities that become possible through recovery.
- Facilitate partnerships to coordinate and maximize resources that can be applied to the community's long-term recovery needs.



# Fifteen (15) Emergency Support Functions (ESFs) Identified in the *National Response Framework*:

ESF #1 – Transportation

ESF #2 - Communications

ESF #3 – Public Works and Engineering

ESF #4 – Firefighting

ESF #5 – Emergency Management

ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services

ESF #7 – Logistics Management and Resource Support

ESF #8 - Public Health and Medical Services

ESF #9 - Search and Rescue

ESF #10 – Oil and Hazardous Materials Response

ESF #11 – Agriculture and Natural Resources

ESF #12 – Energy

ESF #13 – Public Safety and Security

ESF #14 – Long-Term Community Recovery

ESF #15 - External Affairs

#### **ESF #14 LONG-TERM COMMUNITY RECOVERY PROCESS**

ESF #14 Long-Term Community Recovery (LTCR) occurs in two (2) phases: a Federal and State-led phase and a community-led phase. The first phase utilizes LTCR professionals to assess disaster impacts and the capacity of communities to respond. This phase gradually transitions into the second phase in which the community leads the process with ongoing Federal and State support as appropriate.

The LTCR Process Diagram, Figure 1 on following pages, illustrates the sequence of recovery activities and the role of public participation in the recovery process. The lower portion of the Diagram identifies critical points at which specific LTCR Tools support activities and facilitate the process.

#### **Role of Public Participation**

Community involvement is a necessary and critical element of the LTCR Process. Community collaboration strengthens and revitalizes a community after a disaster event by building consensus for recovery. Public participation in the LTCR Process establishes community vision and shared goals, informs community-planning processes and affirms forward direction.

Community involvement occurs throughout the LTCR Process and at key milestones, as identified by the green diamonds in Figure 1. Each stage calls for community input and confirmation of results and direction before moving to the next stage.



Community meeting participants providing input at various ESF #14 LTCR events





#### Sequence of ESF #14 LTCR Activities

Implementation of the LTCR Process generally occurs in five (5) stages, as illustrated below in Figure 1.

#### **ASSESSMENT**

At the assessment stage, FEMA initiates ESF #14 LTCR to support State disaster recovery efforts. Federal and State agencies lead this part of the process. LTCR professionals assess damages from the disaster and communities' capacity to recover. In partnership with the State, LTCR leadership identifies communities eligible to receive support and levels of support provided. LTCR Technical Assistance Advisors engage with communities that accept LTCR support to convene stakeholders to guide the community through recovery activities of the LTCR Process.

#### VISION

One of the first activities the community stakeholder group undertakes in the LTCR Process is to articulate a community vision for its post-disaster future. A community vision inspires recovery activities, facilitates a unity of purpose and provides long-

term direction. The post-disaster community vision is a benchmark throughout the LTCR Process, used to evaluate recovery activities and decisions. The ESF #14 LTCR Communications Mapping Tool is useful during this stage to assist stakeholder groups to identify and implement strategies for community communication needs.

In determining its post-disaster vision, a community discusses issues, needs and opportunities resulting from the disaster. A public event organized at this point, helps facilitate the discussion community-wide.

#### **GOALS**

Activities during this stage focus on developing ways to realize the community's post-disaster vision. The community begins with developing goals, objectives and strategies and moves to identifying ideas for projects and programs. The ESF #14 LTCR Decision-Making Tool facilitates this process.

# **ESF #14 LONG-TERM COMMUNITY**

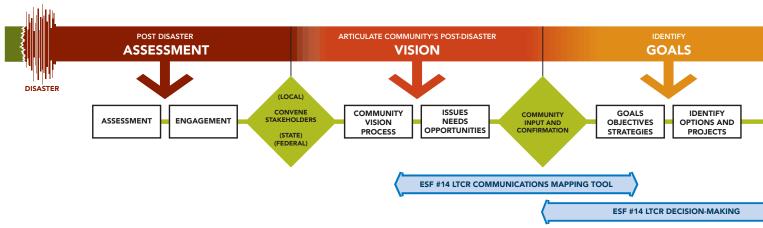


Figure 1. ESF #14 Long-Term Community Recovery (LTCR) Process Diagram illustrating sequence of recovery activities, public participation and use of LTCR Tools

Transition to the next stage provides another opportunity for public input and confirmation. A public event brings the community together to confirm results of previous activities and invites input on solutions to recovery challenges.

#### **PROJECTS AND PROGRAMS**

At this stage, communities work on developing specific projects and programs that can move the community closer to its post-disaster vision. Participants describe, evaluate and prioritize projects and programs and develop a resource strategy to support them. ESF #14 LTCR Project + Program Guide helps communities organize and refine proposals.

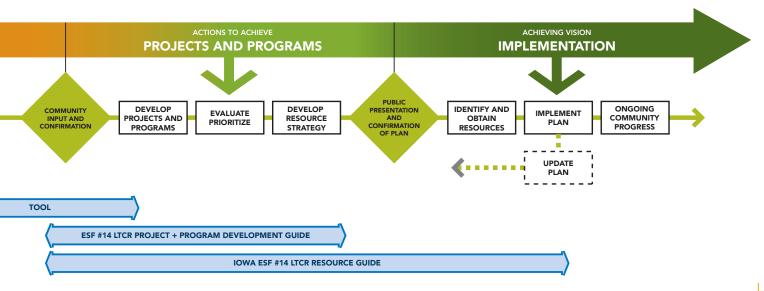
Community leaders and recovery professionals compile results generated at each stage to draft an LTCR Plan. Presenting the Plan to the community at a public event validates results and direction and reinforces community support. The LTCR Plan guides the overall strategy for recovery and implementation of projects and programs.

#### **IMPLEMENTATION**

During implementation, communities take the lead and begin to carryout project and program activities. Community members can use the Iowa ESF #14 LTCR Resource Guide to match appropriate resources with projects and programs generated in the previous stage. Obtaining resources helps to move projects and programs forward.

As implementation occurs and recovery activities progress, updates to the Plan become necessary. Updates are based on consideration and evaluation of completed projects and actions, current conditions and new or revised priorities. Ongoing evaluation is important to ensure actions support the community's vision and goals for recovery.

# **RECOVERY (LTCR) PROCESS DIAGRAM**



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### TOOLBOX

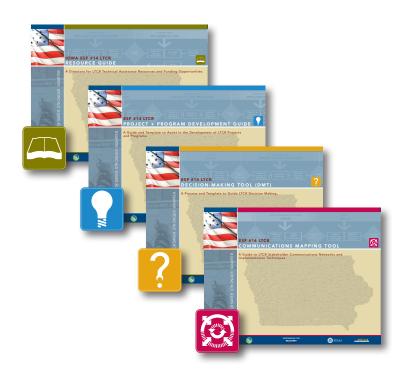


Figure 2. ESF #14 LTCR ToolBox features recovery tools to help communities manage their recovery process

#### **ESF #14 LTCR TOOLBOX**

For the purposes of this ToolBox, all references to Tools, ToolBox, Process, Vision, Goals, Objectives, Strategy, Projects and Programs are made within the context of the ESF #14 LTCR Process and should be considered as LTCR specific. The Glossary, provided in the Appendix, defines terms used in discussion of the LTCR Process.

The ESF #14 LTCR ToolBox supports the work of local communities and recovery professionals involved with long-term disaster recovery. LTCR Tools address specific and critical stages of the community's long-term recovery, as shown in the LTCR Process Diagram. The Tools aid with communications, decision making, identification and development of projects and programs and the creation of funding strategies critical to community long-term recovery.

In assisting Iowa communities with their recoveries, ESF #14 Long-Term Community Recovery (LTCR) professionals identified and developed several new recovery tools, as shown in Figure 2, to help communities navigate more effectively through this often complex process.

The ToolBox includes the following ESF #14 LTCR Tools (LTCR Tools):



A guide to identifying LTCR stakeholder communications networks and techniques. Helps identify effective communications techniques for gathering and sharing information necessary for successful disaster recoveries.

The ESF #14 LTCR Communications Mapping Tool, in Figure 3, builds a framework for effective two-way communication throughout the recovery process. The LTCR Communications Mapping Tool assists a core stakeholder group in selecting appropriate techniques for gathering community input, sharing information and receiving feedback on recovery vision, goals and projects.

**Connections:** LTCR Communications Mapping Tool is most effective when used early in the LTCR Process so all activities benefit from effective communications. Users of other Tools benefit from the Communications Mapping Tool by knowing with whom and how best to communicate about potential projects, programs and resource strategies.

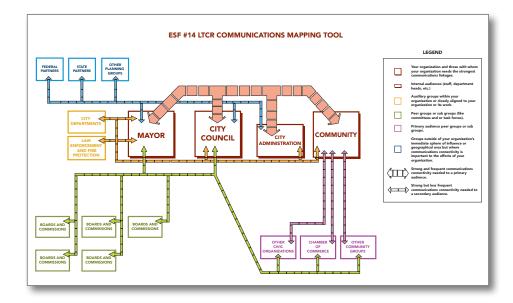


Figure 3. A communications map completed using ESF #14 LTCR Communications Mapping Tool

# ESF #14 LTCR **DECISION-MAKING TOOL**

A process and template to guide decision making during disaster recovery. Provides a concise way to identify and evaluate potential projects and programs for further development.

The ESF #14 LTCR Decision-Making Tool (LTCR DMT), in Figure 4, is both a process and template. Together the process and template help communities articulate, record and evaluate recovery ideas and build agreement for priority projects and programs. LTCR DMT helps a community determine which potential projects and programs merit further attention and development. A successful project or program assists in achieving community vision and goals created in response to the disaster.

**Connections:** DMT is used by communities to develop potential projects and programs that help realize visions and accomplish goals. The Tool serves as a first step toward completing the ESF #14 LTCR Project + Program Development Guide. Project and program concepts developed by the DMT can be used to search for potential resource providers and partners in the Iowa ESF #14 LTCR Resource Guide.

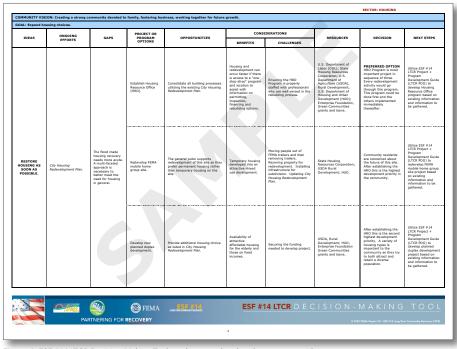


Figure 4. ESF #14 LTCR Decision-Making Tool used to record and evaluate recovery ideas

# PROJECT + PROGRAM DEVELOPMENT GUIDE

A guide and template to assist in the development of LTCR Projects and Programs. Outlines a clear method for developing projects and programs for implementation.

The ESF #14 LTCR Project + Program Development Guide (LTCR PDG), in Figure 5, assists communities with organizing and developing project-related information. Communities use the LTCR PDG after they identify initial concepts for projects. The LTCR Decision-Making Tool can help communities take concepts and ideas and move them forward as projects and programs. LTCR PDG supports the development of project and program descriptions that help connect to resources.

**Connections:** PDG is used to prepare for implementation of LTCR Plans. It draws on information generated by the LTCR Decision-Making Tool. Project and program descriptions generated by the PDG can be used to search for resource providers in the lowa ESF #14 LTCR Resource Guide.

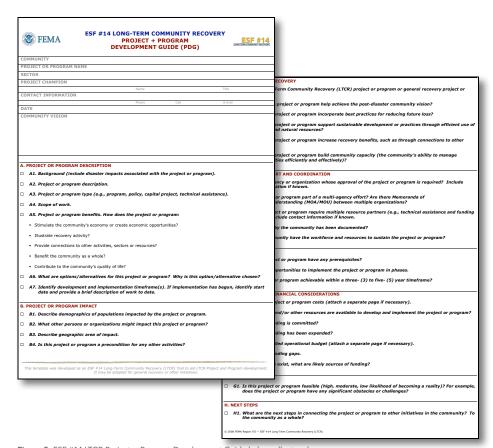


Figure 5. ESF #14 LTCR Project + Program Development Guide helps collect and organize information



A directory that identifies LTCR technical assistance resources and funding opportunities. Identifies available resources to support projects and programs developed during the LTCR Process.

The Iowa ESF #14 LTCR Resource Guide, shown in Figure 6, assists communities with identifying available resources to support those projects and programs critical to their long-term recovery. After communities develop project and program descriptions through the LTCR PDG, they use the *Iowa LTCR Resource Guide*, to match completed PDGs with prospective resources – both technical assistance and funding opportunities.

**Connections:** The *Resource Guide* helps the community identify partners and resources for the implementation of LTCR Projects and Programs. Users of the Resource Guide draw information from LTCR DMT and LTCR PDG to guide resource searches.

#### **Applicability of LTCR Tools**

While developed specifically for the LTCR Process, LTCR Tools have broader applicability. Communities, for example, can use each Tool to identify and evaluate general community development efforts. In addition to LTCR professionals and community stakeholders involved in long-term recovery, other community organizations and initiatives might benefit from application of the Tools.

SOURCE	PROGRAM	SECTOR	TYPE OF SUPPORT	DESCRIPTION	TARGET AREA	ELIGIBILITY/ PROCESS	DEADLINE	CONTACT INFORMATION	WEB ADDRESS
BARNES & NOBLE	Charitable Giving	EDUC	Program	Provides funding for local and regional efforts to promote literacy and the arts in K-12 education. Proposals should include a literacy or arts component that fosters both student achievement and community growth. Recipients must plan to promote the program with Barmes & Noble and be willing to work with the local store(s) on in-store programming.	Statewide	Nonprofit, tax-exempt organizations that focus on literacy.	Applications are reviewed on a continuing basis.	Corporate Communications Barnes & Noble 122 Fifth Avenue, 2nd Floor New York, NY 10011 800.422.7717	http://www.barnecandnobleii .com/our_company/commun y/America_Supports_You/Am rica_Supports_You.html
BATES (ROBERT T.) FOUNDATION	Charitable Giving	HIST	Capital	Funds historic preservation projects in the Albia area. Applications must be in writing with a brief explanation of the intended use of requested contribution.	Albia County area.	Charitable, religious, literary, educational institution or organization.	Written proposals are accepted on an ongoing basis.	Raymond H. Davis, President c/o First Iowa State Bank 19 Benton Avenue East Albia, IA 52531 641.932.2144	No Web address available.
BECHTEL (H. REIMERS) CHARITABLE REMAINDER UNI- TRUST	Charitable Giving	EDUC, HOUS	Capital; Program	Supports media communications, higher education and community development in southeastern Iowa through general support grants and capital building grants.	Southeastern Iowa	Nonprofit, tax-exempt organizations.	Contact for details.	R. Richard Bittner, Trustee 1000 US Bank Center 201 West Second Street Davenport, IA 52801 319.328.3333	No Web address available.
BECHTEL (HAROLD) CHARITABLE REMAINDER UNI- TRUST	Charitable Giving	EDUC, HIST, HOUS, HSPH	Capital; Program	Provides support for youth services, theater, elementarry/secondary education, government/public administration and for building and renovation.	Giving limited to Scott County.	Nonprofit, tax-exempt organizations.	Contact for details.	R. Richard Bittner, Trustee 1000 US Bank Center 201 West Second Street Davenport, IA 52801 563.328.3333	No Web address available.
BECHTEL (MARIE H.) CHARITABLE REMAINDER UNI- TRUST	Charitable Giving	EDUC, HOUS, HSPH	Program	Funds higher education, human services, youth services and community development.	Giving limited to Scott County.	Nonprofit, tax-exempt organizations.	Contact for details.	R. Richard Bittner, Trustee 1000 US Bank Center 201 West Second Street Davenport, IA 52801 563.328.3333	No Web address available.
BEN & JERRY'S FOUNDATION	Corporate or Company Charitable Giving	ECON, EDUC, ENVI, HIST, HOUS, HSPH	Capital	Supports organizations involved with early childhood development, the environment, AIDS, employment, agriculture, housing, youth citzenship, out in clipsta, in mingrants, economically disadvantaged people and homelose people. Special emphasis is disected toward programs designed to facilitate proprocessive social change and social justice.	Statewide	Giving on a national basis and to U.S. territories. No support for State agencies, basic or direct service organizations or universities programs.	Letters of interest are reviewed on an ongoing basis for grants under \$1,000. There are no deadlines for filing proposals for larger grants.	Ben 8. Jerry's Foundation, Inc. 30 Community Drive South Burlington, VT 05403 802.846.1500	http://benierry.com/foundat n/index.html
BENSTEIN (AGNES V.) CHARITABLE FOUNDATION	Charitable Giving	EDUC, HOUS, HSPH	Capital; Program	Provides grants to charitable groups in southeast Iowa.	Southeast Iowa	Nonprofit, tax-exempt organizations.	Contact for details.	Agnes V. Benstein Charitable Foundation P.O. Box 154 Keokuk, IA 52632 319.524.6921	No Web address available.
IEST BUY CHILDREN'S FOUNDATION	Corporate or Company Charitable Giving	EDUC	Program	Focus on enhancing the quality of life of school age children in communities where Best Buy maintains a children in communities where Best Buy maintains as offer leadership and devolational architect. It supports and strengthens communities by contributing to a variety of national organizations that facel engaged, integrating innovative, interactive technology into those experience. Programs funded by the foundation must be easily accessible to students or provide executing social events and disaster relatings.	Communities near Best Buy stores.	S01(c)(3) nonprofit organizations.	November 1, February 1, May 1 and August 1.	Community Relations Department Best Buy Children's Foundation P.O. Box 9312 Minneapolis, MN 55440 612-292-6397	http://communications.bestt y.com/communityrelations/o _foundation.asp
BEST WESTERN INTERNATIONAL	Corporate or Company Charitable Giving	HSPH	Program	Mission is to support communities where Best Westerns are located by responding to the immediate and ongoing needs with lodging and financial resources.	Statewide	Community outreach programs.	Contact the closest location for details.	Community Relations Best Western International 6201 North 24th Parkway Phoenix, AZ 85016 612.957.4200	http://www.bestwestern.com
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Figure 6. A page from Iowa ESF #14 LTCR Resource Guide featuring potential resources

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# GLOSSARY

**CD** – Compact Disc

**DMT –** Decision-Making Tool

**ESF** – Emergency Support Function

**FEMA –** Federal Emergency Management Agency

LTCR - Long-Term Community Recovery

**MOA/MOU –** Memorandum of Agreement/Memorandum of Understanding

**PC -** Personal Computer

**PDG** – Project + Program Development Guide

RIO - Rebuild Iowa Office

**SMART -** Specific. Measurable. Achievable. Realistic. Timely. (e.g. SMART Objective)

**Brainstorming** – A problem-solving technique used in a group setting in which participants generate a large number of ideas and options but do not immediately evaluate the results.

Community Capacity - Ability of the community to manage recovery activities.

**Connectivity** – Connections between projects, groups or communities, such as sharing of resources, which make them mutually supportive and increase their feasibility. Also, physical connections between parts of a community, such as bike trails or roads due to close proximity. Related terms include connections, linkage, ability to connect and interconnection.

**Facilitate** – To make easier or help accomplish a goal. Related terms include assist, increase the likelihood of, expedite and promote.

**Feasibility** – A measure of the likelihood that a project can be implemented based on current plans, budgets, resources and other circumstances.

**Feedback Loop** – A process for evaluating results of a long-term community recovery process by comparing results to vision, goals and objectives. Also, a process for confirming that intended messages have been received and understood.

**General Recovery –** Process through which immediate or short-term recovery actions are undertaken.

**Goal –** A statement that broadly identifies intended future results needed to achieve a community's post-disaster vision.

**Implementation –** Process through which a project is completed by the community.

**Issue** – A condition created or made worse by a disaster and that may be addressed by a project or program.

**Leverage** – To obtain a greater benefit by combining or coordinating resources, assets or strategies. Related terms include influence, induce, increase and stimulate.

**Linkage** – Relationships between projects or communities, such as sharing of resources, which make them mutually supportive and increase their feasibility. Related terms include relationship and association.

**Long-Term Community Recovery** – The process of establishing a community-based, post-disaster vision and identifying projects or programs and funding strategies best suited to achieve that vision and employing a mechanism to implement those projects or programs.

**LTCR Plan –** A document describing LTCR vision, goals and objectives to be achieved and the process used to arrive at the vision, goals and objectives. Typically, background information about the context of the Plan is included.

**Need** – Amount of recovery assistance a community requires to return to pre-disaster conditions.

**Objective** – A statement identifying a Specific, Measurable, Achievable, Realistic and Timely (SMART) outcome which accomplishes a goal.

**Opportunity -** A positive possibility which requires activity to realize.

Plan - See LTCR Plan.

**Policy –** A principle or course of action chosen to guide decision making and formalized in a law, ordinance, plan or guideline.

**Post-Disaster Community Vision** – A statement or set of statements that describes a realistic condition that the community wishes to achieve and which provides inspiration and long-term direction for recovery activities.

**Prerequisite** – An activity that must be completed before other activities can take place.

**Program** – An ongoing set of activities and resources managed to achieve specific outcomes, achieve a community's recovery goals and fulfill its vision. This term is understood to include other types of ongoing efforts.

**Project** – An activity intended to create a physical product, such as new housing or a document, that achieves a community's recovery goals and fulfills its vision. This term is understood to include plans and other tangible products.

**Project Champion** – A community member or other individual who has accepted responsibility to lead a project or program to completion.

**Quality of Life** – The general well-being of an individual or community. To measure quality of life, LTCR considers the quality and quantity of the natural environment, community services, infrastructure and critical facilities such as roads and fire stations, housing opportunities, recreational facilities and culturally-significant places.

**Sector** – Subject-based categories used to classify projects and programs so that similar activities can be grouped together. Standard sectors used in the LTCR planning process are Housing, Infrastructure/Environment and Economy; these are categories most often needing recovery activity. Other sectors may be created or adapted as needed: for example, *lowa ESF #14 LTCR Resource Guide* identifies nine (9) sectors for classifying resources.

**Stakeholder** – A person who has an interest in the results of a general recovery effort or a particular project. A stakeholder may be a resident of the community, member of a religious, social and other community organization (the general public); an elected or appointed official or government employee (government); or a business owner or employee (private sector).

**Strategy** – A specific method needed to achieve goals and objectives. Typically, multiple strategies can be identified to achieve the same objective. Also, a document similar to an LTCR Plan that may not identify specific projects.

**Subject-Matter Experts –** A person who is an expert in a particular subject or in performing a specialized job, task or skill.

**Sustainable Development –** Development characterized by prudent use of energy, water and natural resources to ensure healthy communities for future generations.

**Sustainable Practices –** Operating a building or program in an environmentally sustainable manner, characterized by prudent use of energy, water and natural resources, to ensure healthy communities for future generations.

**Technical Assistance** – Advice, assistance or training related to a technical subject. Typical forms of technical assistance include fundraising aid, financial planning, legal advice and marketing assistance.

Vision - See Post-Disaster Community Vision.

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ESF #14 Long-Term Community Recovery (LTCR) is a community-focused Federal, State and local initiative. It helps disaster-impacted communities identify opportunities for a more effective recovery, facilitate partnerships that leverage a community's recovery and maximize the use of recovery resources. One (1) of 15 Emergency Support Functions (ESFs) authorized in the *National Response Framework* that guides the Federal response to disasters with significant impacts, ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) Program.

This **DRAFT** version of the ESF #14 LTCR ToolBox and Tools is released with expedited review and is intended to meet the immediate needs of Midwest communities impacted by tornadoes and floods of 2008. It is expected that subsequent revisions will be made to the LTCR ToolBox and Tools as a result of continued refinement of the LTCR Targeted Technical Assistance and Planning support process.

